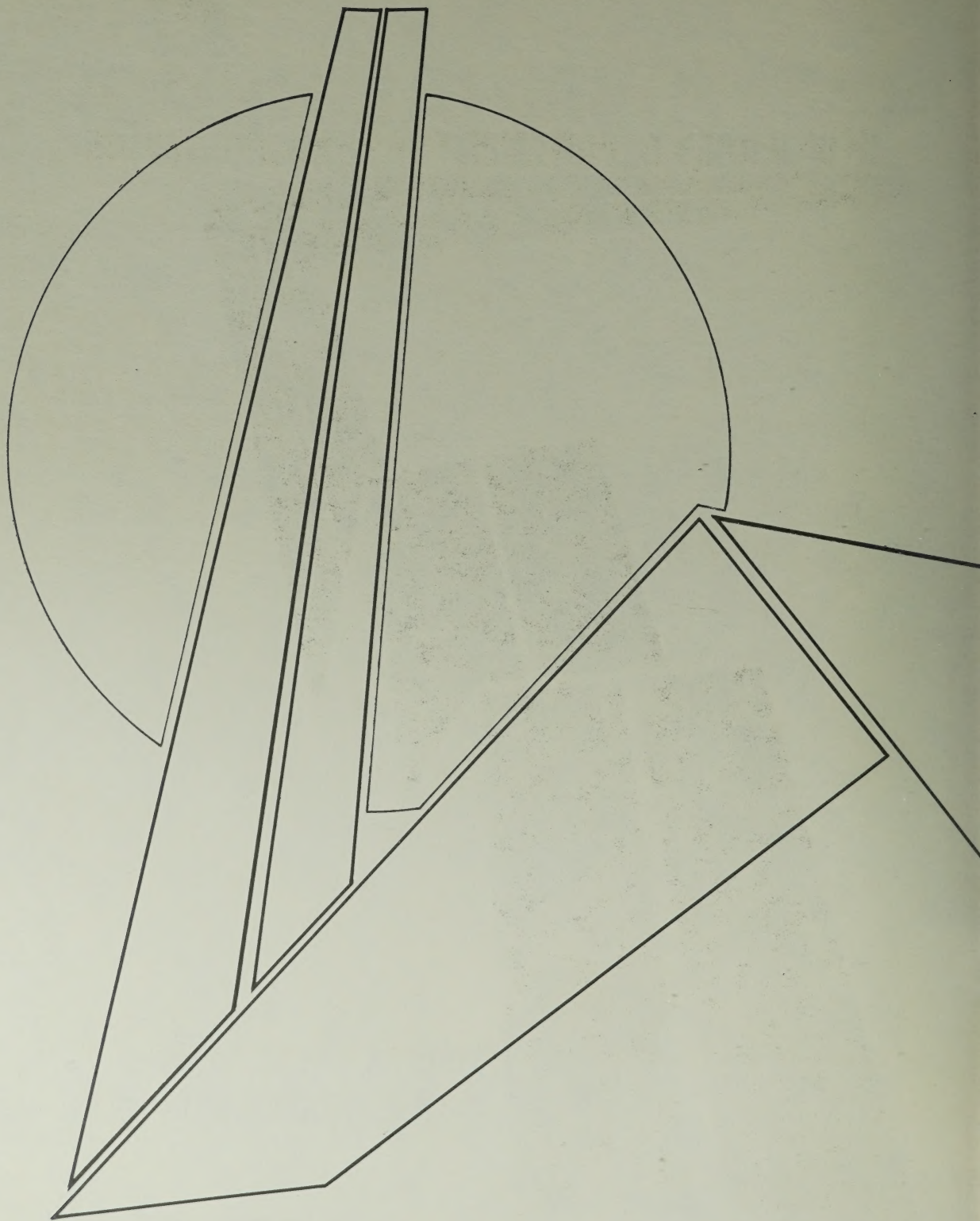


1982 ANNUAL REPORT

NEW JERSEY DEPARTMENT OF TRANSPORTATION

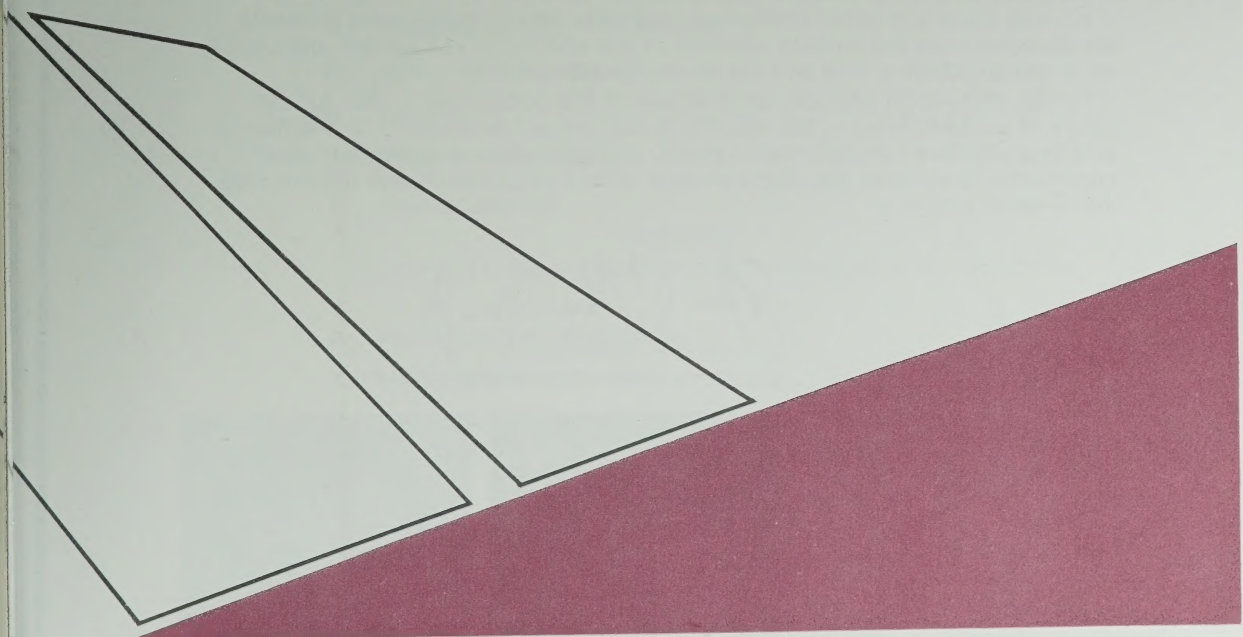
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THOMAS H. KEAN, Governor
JOHN P. SHERIDAN, Jr., Commissioner



1982 ANNUAL REPORT

NEW JERSEY DEPARTMENT OF TRANSPORTATION



THOMAS H. KEAN, Governor
JOHN P. SHERIDAN, Jr., Commissioner



State of New Jersey
DEPARTMENT OF TRANSPORTATION

1035 PARKWAY AVENUE
CN 600
TRENTON, NEW JERSEY 08625

March 1983

Dear Governor Kean:

I am pleased to submit for your review the Department of Transportation's *1982 Annual Report*.

The report reviews the Department's activities during the first year of your administration and reflects the theme of transportation as a key factor in New Jersey's economic vitality.

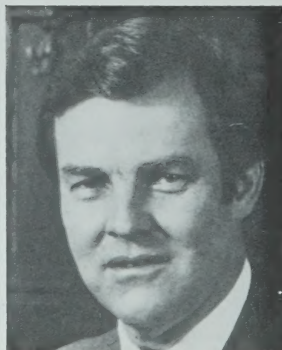
This was a critical year as the Department faced the crises of inadequate funding, crumbling facilities and rising transit fares. We encountered the hardships of funding shortages for maintenance and construction, staff reductions and inadequate operating funds for public transit.

We met these and other challenges and were able to make some progress. We accomplished the smooth takeover of the commuter rail system, the start up of construction of I-78 and the de-designation of I-95.

Finally, this report provides an overview of the Department's plan for the future. It explains how, in the months ahead, we will be working to maintain a safe and effective transportation system. Our goal, despite existing budget constraints, is to serve the needs of New Jersey's population and the growing demands of industry.

Sincerely,

John P. Sheridan, Jr.
Commissioner of Transportation



Thomas H. Kean,
Governor



John P. Sheridan, Jr.,
Commissioner

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PROFILE

From a proud past to the precarious present

Good transportation has always been the backbone of life in New Jersey. The Garden State's economic health has required good internal transportation plus highways to link people and materials, particularly in the Boston-to-Washington corridor.

The story of the Department of Transportation also tells the social and economic history of the state: the transition of its population from an agrarian to an urban society, from reliance on public transit to dependence on the private automobile.

In 1815 New Jersey became the first state to receive a railroad charter when rail pioneer John Stevens of Hoboken began operation of the nation's first "steam wagon." In the early 1900s, a new form of transportation, the jitney, the forerunner of today's buses, first appeared in New Jersey cities.

First to grant local aid

New Jersey became the first state in the country to grant money to aid local road building in 1891. Roads were

needed to get produce from the farms to city markets and the Legislature matched the counties by providing half of the \$75,000 then needed for road construction. It was the original matching-grant concept which is still in vogue today.

Metropolitan New York/New Jersey's first major airport, Newark Airport, was built by that city in 1928 in the wake of the aviation enthusiasm created by Lindbergh's solo crossing of the Atlantic in 1927.

At the same time the state took its first steps towards what would be its greatest road-building epoch. Then, the dramatic increase in the use of the automobile following World War II was spurred by inexpensive fuel, suburban development and the establishment of the Interstate Freeway System in the mid-50s. This gave highway building in New Jersey even more impetus.

Highway 'firsts'

The Department rolled up a long list of highway engineering "firsts" during

these heavy construction years: the first traffic circle, cloverleaf, dual highway, concrete center barrier, jughandle, white reflective line, low-level bridge rail lighting, highway mileposts, traffic metering system for circles.

By 1954 the state highway system had grown to almost 2,000 miles, there were about 4,000 Department employees and the annual budget amounted to \$51 million, of which \$17 million was aid to counties and municipalities. Also, there were no state sales or income taxes and the gasoline tax was four cents on the gallon.

In the 1950s, Department leaders believed that public transportation on a statewide basis was the responsibility of the Highway Department, as it was called then. Not surprisingly, in 1966 New Jersey became the first state in the United States to adopt the concept of an integrated multimodal approach to transportation problems, predating the USDOT by nine



New Jersey's traffic problems in 1982 (right) have become more complicated since the 1920s (above).

months. In 1979, the nation's first statewide public transportation agency, NJ TRANSIT, was established.

Today's DOT

Today, the Department struggles to meet New Jersey's major road, bridge, rail freight, aviation and public transit needs with shrinking state funding.

John P. Sheridan, Jr., was named Transportation Commissioner by Governor Kean in July 1982 and became, ex-officio, chairman of NJ TRANSIT's Board of Directors. The 5,410-person Department oversees 10,365 lane miles of roadway, 342 miles of interstate highway, 2,331 bridges, and 596 licensed air facilities.

New Jersey has the highest traffic density in the country, the third largest commuter rail network and the highest pilot-aircraft density per square mile in the country.

The Department faces complex problems, some of which were created by the severely limited funding of this past decade which handicapped efforts to repair



existing roadways, complete critical interstate and other road links and coordinate and modernize an aging public transit system.

Funds from the stopgap 1979 Transportation Bond Issue are being expended on schedule: \$150 million for public transportation, \$80 million in state aid for county and municipal roads, and \$245 million for state highway capital improvements. The Bond Issue, combined with federal funds, state appropriations and funds from the Port Authority of New York and New Jersey, will generate, before completion, a \$2.3-billion program to provide \$1 billion for public transportation, \$340 million for state aid to county and municipal roads and \$985 million for state highways.

Dilemma: How to get the job done

Since 1960, when 20 out of every 100 tax dollars were used for highway purposes, the Department's financial picture has deteriorated to the point that in Fiscal Year 1983, it

received only five out of every 100 dollars that the state collected. This decline in budget allocations occurred during a period when the Department's responsibilities for construction and maintenance had more than doubled.

TODAY, the DOT is responsible for an interstate highway network that is still 40 miles short of completion at a projected cost of \$900 million.

TODAY, the Department is also responsible for approximately 20 projects considered essential for the completion of the state highway system whose total cost is \$700 million.

TODAY, the Department is responsible for 2,331 bridges; 1,494 are structurally weak or functionally obsolete and need to be repaired and replaced. New Jersey has a bridge reconstruction backlog of \$700 million.

The Department also has a responsibility to assist the counties and municipalities in maintaining a sound local road system to tie into the state and interstate highway system.

TODAY, a state which pioneered the traffic circle is no longer able to afford to cut the grass in some of those circles. A state which prided itself on the safety aspects of its highway system has been forced to cut back on the number of traffic signals it can install because of lack of money.

New Jersey has a \$42 billion investment in a transportation system that enables hundreds of thousands of persons to move freely through the state on a daily basis. Today that investment is endangered by an inability to do long-range planning because of inadequate funding.

A state which led the nation in installing low-level lighting on its bridges can't afford an adequate preventive maintenance and repair program for those bridges.

New Jersey, a state which depends for its economic life on a good highway system, has been forced to cut its road maintenance work.



Grading, paving, bridge and safety work was done on the I-295 access roads to the Woodcrest Station in Camden County.

CHALLENGE

The fiscal situation dominates 1982

Economic problems pervaded the nation in 1982 and were especially worrisome for states in the Northeast. The state and the Department grappled with them without relief until the last month of the year when legislation by the State Legislature and Congress finally produced more funds to carry forward the DOT program.

1982 in review

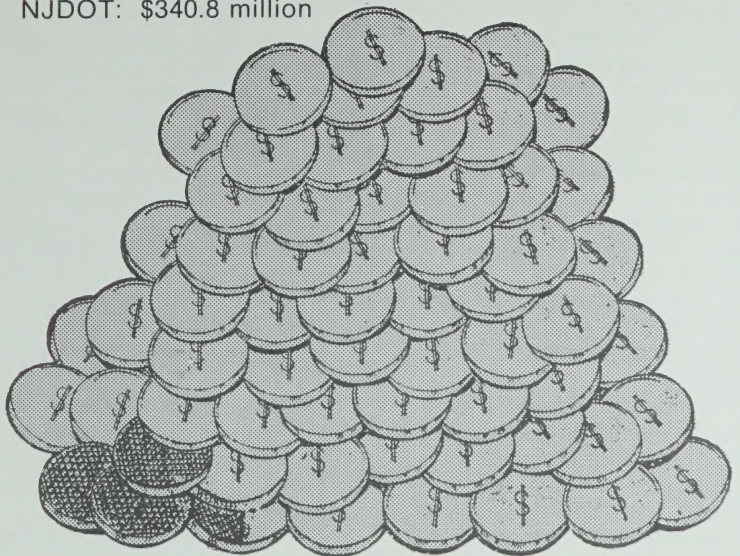
Governor Kean named John P. Sheridan, Jr., Transportation Commissioner in April just before the Department's annual struggle for funds necessary to fulfill its statutory mandates. Meanwhile, the Governor had begun to press the Legislature to pass an increase in the gas tax which would pump \$110 million more into state transportation projects. By the second half of the year, the DOT had received an annual appropriation which was substantially lower than its most basic request and began

TRANSPORTATION'S SHARE OF TOTAL STATE APPROPRIATIONS

State: \$6.2 billion

Ⓢ = \$100 million

NJDOT: \$340.8 million



Fiscal Year 1983



One of the new Grumman buses placed in service in 1982 by NJ TRANSIT. This is a specially-designed short-haul bus which is usually seen along urban routes.

Fiscal Year 1983 on July 1 with a total budget of \$309.8 million. The debt service alone escalated to \$76 million this fiscal year as compared with \$60 million last year. In addition, \$104.5 million of the \$309.8 million was earmarked for NJ TRANSIT, the same as in Fiscal '82.

Severe cuts became necessary in several areas. Traffic signal installations, road resurfacing, ice and snow removal, and project development were among the hardest hit. The most difficult cut, however, was in personnel where it was necessary to release 140 persons in October and to allow another 110 jobs to go unfilled in an effort to trim the Department's operating budget.

The fiscal situation darkened even further after it was discovered that the state budget had a \$150 million deficit. The Governor ordered all departments to prepare to slash another three percent from the current budgets if the Legislature did not enact

revenue programs which he could sign. For DOT this would have meant a \$6.7 million reduction in the current \$118 million operating budget and 400 more layoffs.

At the end of November, Commissioner Sheridan was forced to announce a moratorium on awarding further construction contracts because there would be insufficient Department personnel to supervise them according to federal requirements if the proposed budget reduction actually occurred.

Meanwhile, NJ TRANSIT bus and rail fares were increased an average of 18% on July 1, 1982, with additional increases anticipated before the end of the year because NJ TRANSIT's appropriation was the same as the previous year. Ironically, higher fares caused ridership to plunge after the summer fare increases just when long-awaited replacement of ancient bus and rail equipment and improvements in operations finally

materialized. NJ TRANSIT's deficit reached \$50 million during the first half of the fiscal year.

This tense fiscal situation did not ease until the closing days of 1982 when the State Legislature and Congress passed revenue-producing measures.

These actions averted further DOT layoffs and budget cuts and enabled Commissioner Sheridan to lift the moratorium on road construction. DOT's total budget appropriation went from \$309.8 million to \$340.8 million, and restored \$19.5 million to NJ TRANSIT. The balance of NJ TRANSIT's budget deficit will be plugged by federal funds, administrative economies and some service cuts determined by improved business practices. The Legislature also gave DOT an \$8 million supplemental appropriation, which had been part of its original budget request, to use as the state match for \$25 million in federal money for urban and rural secondary roads, bridge

replacement and highway safety projects.

Congress approved an additional five cents on the federal gas tax to generate \$110 million more revenue for New Jersey in 1983. Other new federal legislation makes more funds available for this state in specific areas and is noted later in this report.

1979 Bond Issue

In 1982 the Legislature appropriated \$176.1 million of the 1979 Bond Issue funds, identifying certain specific projects. As a result, the bond program was considered exhausted. The program is designed to repair, rehabilitate and improve a substantial portion of the state's highway system.

The objectives of the 1979 bond program were hampered considerably during the years 1980-1982 by failure of the state budgets to provide any matching funds for non-interstate federal programs. Governor Kean had recommended in his original budget message for fiscal year 1983 an increase of \$13 million in capital appropriations. This would have provided a transition into fiscal year 1984 when large capital appropriations would be necessary again.

Enactment of the federal Surface Transportation Assistance Act created a new situation. With additional federal funds available NJDOT can complete many of the projects with federal monies. This ensures completion of the legislated program while preserving some state funds to match federal programs next year.

Stable funding

Graphic images of crumbling bridges and roadways filled the media this year, bringing the deteriorating state of the transportation network in the United States into

everyone's living room. This coverage elicited almost universal support from citizens and government leaders to fund its repair and modernization, and to prevent the recurrence of another debilitating cycle.

Congress approved a five cent addition to the federal gas tax to fund some of these repairs in late December. However, despite strong attempts by Governor Kean to get a state gas tax passed earlier this year, the New Jersey Legislature failed to produce the necessary votes to pass the Governor's state gas tax formula which would have increased revenue for

transportation by \$110 million a year.

Residents can see the crumbling network firsthand; there is ample testimony of the need. In the coming year, the Department, with the full support of the Kean

Administration, will continue to urge that transportation be provided with a reliable funding base so that it can plan wisely and maintain its \$42 billion investment. The new federal funding sources for transportation can be utilized to their fullest potential only if the state provides its matching share in the future.


PROJECTS UNDER DEVELOPMENT

PROJECT

ESTIMATED COST

ROUTE 18 (GARDEN STATE PKWY. TO DEAL RD., MONMOUTH)	\$46,000,000
ROUTE 24F (BROOKLAND RD. TO I-287, MORRIS)	65,000,000
ROUTE 29 (FERRY ST. TO I-295 INTERCHANGE; RT. 129 RT. 1 TO RT. 29, MERCER)	75,000,000
RT. 31 DUALIZATION (FLEMINGTON TO I-78, HUNTERDON)	34,500,000
ROUTE 33 (RT. 79 TO RT. 34 INCLUDING DUALIZATION, MONMOUTH)	28,700,000
ROUTE 55 (RT. 40 TO RT. 42, GLOUCESTER)	161,900,000
ROUTE 92 (RT. 33 TO RT. 206 MERCER, MIDDLESEX & SOMERSET)	68,000,000 to 140,000,000
ROUTE 169/185 (BAYONNE BRIDGE TO RT. 440 & HARBOR DRIVE TO LINDEN AVE., HUDSON)	106,300,000
RT. 206 DUALIZATION (SOMERSET)	85,400,000

(NOT A COMPLETE LIST)



PROGRESS

Key 1982 advances

ROAD AND BRIDGE CONSTRUCTION

The completion of more interstate miles and 1979 Bond Issue projects, the awarding of 152 construction projects (worth \$216,608,489.27), the receipt of additional funds from the federal government and new capital equipment for NJ TRANSIT were among the Department's chief successes in 1982.

More interstate miles

The "missing links" in the interstate highway system in New Jersey have been a sore point with Department officials for many years as well as for New Jersey and visiting motorists. There are 342 miles of interstate highways in New Jersey which are open to traffic or under construction. Today, five "missing links" which total 40 miles are finally taking shape at a projected total cost of \$900 million.

Contracts have been awarded and work has begun on I-78 in Union County. This estimated \$100 million, 5.5 mile project got under way in October after the Department worked out an

innovative agreement with the county to acquire 70 acres in the Watchung Reservation in exchange for property which the county will use for a cultural center. It was an imaginative real estate transaction that benefited both the state and county and accelerated construction. Completion date for the project is late 1986 or early 1987.

A major hurdle was cleared in the effort to complete I-287 from Montville through Morris, Passaic and Bergen Counties to join the interstate system at the New York state border. Final approval of the environmental impact study was given by federal highway officials in September and the Department proceeded to the final design stage for this 20-mile, \$550 - million (estimated) project. The Department held public information centers on the project in November and public hearings in December. Construction is expected to be under way along the entire length by September 30, 1986.

Bids have been received for the I-195/295 Trenton Complex and construction for the

southward link from Kuser Road should begin early in 1983. Total cost for this connection between Hamilton Township and Bordentown, a stretch of six miles, plus 1.5 miles of I-195, is estimated at \$253 million.

Final design is also proceeding on I-78 in Warren County and construction could begin as early as the fall of 1983 or the spring of 1984 on this link to Pennsylvania. This project, which will cost an estimated \$48 million for 4.5 miles, will relieve congestion on Route 22 and through Phillipsburg.

Right of way acquisition is slated for 1984 on Route I-295 in Gloucester County. This two mile span of road will relieve the traffic on Route 130 which now serves as the missing section of the interstate system in the southern section of the state. The project cost is estimated at \$28 million.

State roads and bridges

Except for approximately \$4 million worth of small "betterments" such as resurfacing, all new work on



Extensive improvements were made this year to the Bridge Street Bridge over the Passaic River connecting Route 21, Newark, and Harrison Avenue, Harrison.

state roads this year took place with 1979 Bond Issue funding either for the total cost or a 10 to 25 percent match for federal funds.

The fall construction season saw road and bridge repair and reconstruction going on statewide. Some examples:

- The \$26.1 - million Route 23 project includes grading, paving, culvert installation, barrier curbing and lighting on Route 23 between the Interstate Route 80 interchange and New Street in Wayne, Passaic County. Within the 1.6 - mile stretch, the bridge over the Erie Lackawanna Railroad will be widened to provide an additional lane in each direction. Jughandles and overpasses are included in the project.
- Route 46 was repaved almost five miles from Hasbrouck Heights to the Passaic River.
- The Bridge Street Bridge over the Passaic River connecting Route 21, Newark, and Harrison Avenue, Harrison received extensive improvements.
- The \$27.4 - million Route 18 Freeway project will close a one mile missing link, extending from the vicinity of Albany and New Streets in New Brunswick, Middlesex County. It includes construction of a four-lane highway plus acceleration and deceleration lanes, a center barrier, landscaping and a unique deck park over the highway behind the Rutgers University dormitories and an adjoining bikeway. The deck park will have three tennis courts, two basketball courts, a handball court, picnic pavilions, a stage, game tables and drinking fountains.
- Resurfacing and safety improvements are the major items in the \$1.4 - million Route 31 project that extends on Route 31 from the vicinity of Marshall's Corner-Woodsville Road to the vicinity of Route 518 in Hopewell, Mercer County and East Amwell, Hunterdon County. The 2.1-mile project also includes installation of concrete curbing, the resetting of guide rail with existing posts and drainage items.
- Bridge deck protective systems are being installed on four Interstate Route 195 bridges over U.S. Route 130 and the New Jersey Turnpike in Hamilton and

Washington Townships, Mercer County.

- The \$24.7 - million I-295 project provides access ramps for the Woodcrest Station of the PATCO Hi-Speed Line from the vicinity of Warwick Road to the vicinity of Kresson Road in Cherry Hill Township, Lawnside, Tavistock and Haddonfield, Camden County. The 2.3-mile project was completed on schedule by the contractor and opened to traffic by Governor Kean on November 19.
- Widening, resurfacing, barrier curb and jughandle construction are included in the \$3.5 - million Route 73 project that extends from west of Gladstone Avenue to the New Jersey Turnpike in Maple Shade and Mount Laurel Townships. The length of the project is 1.3 miles.
- Road improvements in the Brooklawn area included a new bridge deck and correction of flooding problems to the traffic circle.
- Route 77 in Salem County has been restored and widened 3.3 miles from Route 40 in Pittsgrove Township to Shirley Road. Improvements incorporated new safety features.
- Environmental studies and contract plans were completed for a new Route 130 bridge in Delran, Delanco and Willingboro, Burlington County. This long-awaited improvement will complete the final gap in the six traffic lanes between Camden and Burlington.

Aid to local government

State aid for local projects in 19 counties added up to \$5,726,411, totally depleting the \$48 million in the state aid to localities portion of the 1979 Bond Issue. The formula was

LOCAL AID BOND ISSUE CONTRACTS AWARDED 1982

COUNTY	NUMBER OF PROJECTS	TOTAL COST
Atlantic	1	\$100,000.
Bergen	11	640,789.
Camden	5	294,000.
Cape May	2	72,000.
Cumberland	1	114,000.
Essex	10	832,601.
Gloucester	3	117,000.
Hudson	3	462,172.
Mercer	3	530,400.
Middlesex	4	342,007.
Monmouth	5	556,672.
Morris	1	109,800.
Ocean	6	169,372.
Passaic	2	120,000.
Salem	1	21,999.
Somerset	1	38,000.
Sussex	3	190,900.
Union	7	864,699.
Warren	1	150,000.
TOTAL	70	\$5,726,411.

usually a 90-10 state-local match.

The Department also authorized 39 local projects in 14 counties totalling \$32,766,390 which have a variety of state and federal funding formulas, most of which are a 75-25 federal-state match. Bond Issue monies provided the state match.

Bond Issue funds were also awarded and authorized for contracts on county and local systems in the following categories:

- Urban revitalization and special demonstration: \$3,800,000 of Bond Issue funds for improvements to Newark's Penn and North Broad Street Stations, the Hackensack Bus Transfer and the Paterson Loop Road.
- Emergency: \$672,406.73 of Bond Issue funds for bridge repairs in Atlantic, Gloucester, Mercer, Middlesex, Passaic and Warren Counties.
- Federal aid projects: \$20

million of Bond Issue monies for matching funds.

- State aid: Counties and municipalities were reimbursed with \$15.7 million in Bond Issue funds for 216 completed projects which were eligible for federal funds.
- Rural secondary road projects: Construction bids for eight projects costing \$5,730,684 and funding for ten other authorized projects worth \$2,947,497 received Bond Issue money to match federal aid.
- State aid: Counties and municipalities were reimbursed with \$15.7 million in Bond Issue funds for 216 completed projects which were eligible for federal funds.
- Rural secondary road projects: Construction bids for eight projects costing \$5,730,684 and funding for ten other authorized projects worth \$2,947,497 received Bond Issue money to match federal aid.

- Bridge replacement: Two bids totalling \$1,933,585 were awarded using Bond Issue matching dollars for federal aid. Another \$6,067,719 was authorized for seven other projects.
- Economic growth projects: Three projects in Cumberland and Salem Counties costing a total of \$1,840,891 received Bond Issue money to match federal funds.

Five Bond Issue projects were completed in Hunterdon, Bergen, Essex and Mercer Counties with state aid funds which were recouped from completed projects approved under the Bond Issue program.

The future of local federal aid programs is contingent upon the availability of state funds to match federal allotments. When DOT's local aid funds dried out this year, local governments agreed to provide as much as 55% to match available federal funds through June 30, 1983. The Legislature eventually passed a supplemental appropriation of \$8 million for local aid at the end of 1982 which will provide some relief to this problem. It is estimated

that \$8 million will be required for Fiscal Year 1984 for matching funds to continue these programs.

But there may be new ways to provide counties and municipalities with financial help for transportation and even eliminate some of the red tape which has strangled their progress.

ROAD AND BRIDGE MAINTENANCE

The October layoffs, hiring freeze and budget crunch deeply affected the Department's maintenance forces. Field operations forces, particularly for this winter's snow removal and ice control, were especially hit. It normally takes 1,300 crew members to staff 24-hour operation. It is expected that the combination of layoffs plus the job freeze will cause the reduction of between 250 and 300 employees during the snow season. Delays in salting and plowing operations statewide are anticipated.

While the Department completed 40 resurfacing projects of 113 lane miles with

140,000 tons of bituminous concrete this year, there will be no resurfacing for the remainder of the fiscal year because there are no funds for a spring program. One project containing six sites was bid in the northwest portion of the state, another with seven sites in the northeast and one resurfacing and safety improvements contract for the I-295 ramps in the vicinity of Route 42 and approaches to the Walt Whitman Bridge.

Although the Department did only one major grass mowing this year, the growth was not objectionable for the most part because of the accelerated spray program which used grass growth regulators and herbicides to control obnoxious weed growth.

New in 1982

The Department has been experimenting with various types of reflective markers for several years, working with the manufacturer to develop a marker which will not damage snow plow blades or be damaged by them. The latest model stands up against plows and studded snow tires and the reflectors can be changed without having to replace the entire unit.

A special crew has been organized this year to enable DOT to make installations quickly wherever surveys indicate that safety can be improved by their use. This addition to the pavement marking system will be a big improvement, greatly enhancing safety on dark, rain-swept or fog-shrouded highways.

Statewide pavement management, including skid and roughness testing, was reorganized this year. The department is in the process of establishing a computerized rating system for the entire network of state highways.

Safety projects

Skid resistant overlays on



DOT engineers check the progress on the extension of Prospect Street, Paterson, a project funded by the 1979 Bond Issue. Decorative curbing blocks and tree grates contribute to the city's beautification campaign and the traffic signal is linked to its new computer network.

high wet-surface accident locations appear to be working well. Evaluations of three sites, on Routes 10, 15 and 206 in Morris and Sussex counties revealed a significant decrease in the number of accidents since the overlay was applied. Another appraisal on a 2.4 mile section of Route 70 in Camden County showed wet-surface accidents reduced by 61 percent.

The Route 70 location was selected for the overlay because wet-surface accidents comprised over 30 percent of the total accidents in the area.

The skid resistant overlay is composed of crushed gravel with a low carbonate rock content and is used on heavily travelled roadways because of its durability.

The Department identifies high wet-weather accident locations through skid resistance measurements and accident records and annually installs special high-friction mixes at approximately 150 sites.

PUBLIC TRANSPORTATION

This has been a landmark year for capital improvements in public transportation. Major replacement and rehabilitation programs have been initiated and completed using 1979 Bond Issue monies and a state, federal and Port Authority funding package known as TRANSPAC.

Conrail takeover

The year ended with tentative agreements between NJ TRANSIT and six of the 16 unions involved in the takeover of Conrail. But the trains continued to run as service to the state's 70,000 rail commuters continued uninterrupted.

NJ TRANSIT has been involved in the takeover of Conrail since Congress enacted the Northeast Rail Service Act of 1981 which

directed Conrail to get out of passenger train service by December 31, 1982. That legislation left it up to the states to determine for themselves how best to continue commuter rail service. In March 1982, Governor Kean and NJ TRANSIT's Board of Directors decided to make the Conrail system part of NJ TRANSIT.

In taking over the rail lines NJ TRANSIT set out to reach fair and equitable settlement agreements with each of the unions that would increase productivity and stabilize operating costs. The latter point was especially significant in light of NJ TRANSIT's continuing operating deficit.

NJ TRANSIT's goal was to establish an equitable basis for pay for all operating employees, establish work rules that truly reflect the nature of transit business as opposed to long haul freight service, eliminate outdated work and compensation rules for operating and shop craft employees. Many of the work rules which govern both the operating and craft personnel are expensive holdovers from a past era and rooted in the rail freight service. For the most part, these rules ignore the rush hour nature of the commuter rail service and the technological advances which have been made in the business in recent years.

NJ TRANSIT won a significant step toward achieving these goals when the President's Emergency Board ruled in favor of the agency's position in early December. The three-person board named in October by President Reagan ruled that NJ TRANSIT's proposal would be the basis on which negotiations would continue.

As negotiations intensified, NJ TRANSIT moved a contingency plan into place to move rail commuters via buses, expanded park-and-ride programs, carpools and

vanpools. Negotiations continued into January and it was not necessary to implement the plan as the unions continued to work.

New transit equipment

The average vehicle age in the NJ TRANSIT bus fleet, the oldest in the nation, was significantly reduced by placing 316 brand new buses in service with 645 more on order. Seventeen F40 diesel locomotives and 117 new rail passenger cars replaced ailing equipment on the Raritan Valley and North Jersey Coast Line. In addition, 58 buses were rehabilitated to a "like new" condition and 75 other late-model buses purchased. The radios, new fare collecting equipment, additional park-and-ride lots, shelters and signs bought or built this year, will continue to make operations smoother and more efficient.

NJ TRANSIT's improvements to major transit facilities will result in cleaner, safer and more efficient transit operations. More than \$2 million will be used to improve 16 rail stations on the Morristown, Bergen, Boonton, and Pascack Valley Lines. This is in addition to the 23 stations already completed in the Hoboken division and nine stations on the Raritan Valley Line. The Raritan Valley Line underwent an \$81 million modernization. The new locomotives and rail cars replaced equipment as much as 55 years old.

As part of the continued commitment to the revitalization of older urban systems, funds were allocated for safety and rehabilitation projects at a major bus facility in Hackensack. Matching funds were also provided for the Asbury Park Transportation Center and the multi-modal Camden Transportation Center. Grants totalling \$15.8 million have been received for the 50 year old Newark City Subway

NJ TRANSIT FUNDING

(Fiscal Year 1982)

User (fares)	55%
State Aid	27%
Federal Aid	14%
Miscellaneous	4%
	<hr/> 100%

which serves 30,000 riders daily. Completion of the project is expected by late 1983.

Improvements to eight old bus facilities statewide and the construction of new garage in Howell Township have begun.

In July, federal capital grants totalling \$18.5 million were received to begin work on the Kearny Meadows rail maintenance facility. This much needed modern maintenance center is critical to the upkeep of NJ TRANSIT's entire rail fleet and will be completed in 1984.

Improvements to the transit system also include help for

special needs users. New buses accessible to the handicapped, including those confined to wheelchairs, have been added to 26 bus routes in Essex and Union Counties enabling those who cannot climb steps to transfer among routes in those counties. In addition, 95 lift-equipped paratransit vehicles were distributed to health and community groups for clients with a variety of medical and social service needs.

Morristown Line reelectrification

Construction work on the re-electrification of the Morristown Line progressed this year. NJDOT and NJ TRANSIT staffs are closely monitoring this project, which is the most complex re-electrification project underway in the world today. Passenger service continues uninterrupted on the line as the re-electrification work progresses.

The federal Urban Mass Transportation Administration

(UMTA) has provided \$412.6 million for the project to date. When the work is completed in 1984, the 52-year-old cars will be replaced by the 180 new Arrow III electric cars which have already been received.

An important part of continuing re-electrification activities is communicating with the public on important aspects of the work as it progresses. Since this project is so complex and entails dozens of contracts, NJDOT and NJ TRANSIT have sought to keep the public informed about progress to the greatest extent possible.

North Jersey Coast Line (NJCL)

The \$115 million, 5.5-mile extension of electrification from South Amboy to Matawan was completed on the North Jersey Coast Line (NJCL). The better service facilitated by electrified service in the spring proved so successful that a second "Matawan Express" was put



The Hoboken Terminal was the setting for NJ TRANSIT's October 2 Renaissance Festival which drew 30,000 people to the historic station for auctions of bus and rail furniture and memorabilia. The crowds were also treated to a variety of ethnic foods, entertainment and displays.

into service in the fall of 1982

In addition, 55 new Bombardier Comet II passenger cars and seven new General Motor's locomotives will be put into service on the NJCL by the end of spring 1983.

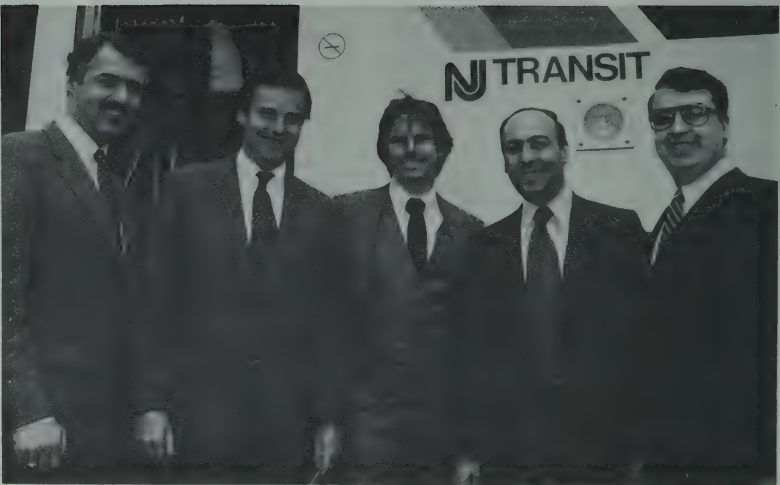
In September 1982, Governor Kean announced the receipt of nearly \$30 million in federal funding from UMTA for the purchase and installation of signal and communications equipment to upgrade the NJCL from Matawan to Bay Head. The improved electrical equipment will allow trains to run in either direction on either of the two NJCL tracks and will reduce the incidence of train delays due to signal failures.

The type of equipment installed from Matawan to Long Branch will also allow for the extension of electrification on the NJCL from Matawan to Long Branch. In October, Governor Kean announced his support for this project. The next month, the NJ TRANSIT Board of Directors, chaired by Commissioner Sheridan, approved the extension of electrification on the NJCL from Matawan to Long Branch in order to provide better quality rail service for as many people as possible.

FREIGHT

Deregulation legislation adopted by Congress over the past few years represents a major change in the way of doing business for users of freight transportation services. The results of the legislation have caused modifications to both service and cost characteristics for industries located in New Jersey.

As a result of the federal deregulation, the state has been confronted with numerous situations relating to the protection of the public interest as opposed to permitting the marketplace to chart the state's future



NJ TRANSIT Executive Director Jerome C. Premo, Governor Thomas H. Kean, John Bruton of UMTA, Region III UMTA Administrator Alfred Delli Bovi and Commissioner John P. Sheridan, Jr., attended the June premiere of the Bombardier rail cars on the Raritan Valley Line in Westfield.

economic course.

In an effort to resolve these issues, the Department has created the Office of Freight Services to assume the primary responsibility for defining New Jersey's role in freight transportation.

Among the problems the Department will be looking at in 1983 is rail freight service. Prior to 1976 New Jersey was served by 14 rail carriers which operated on 1,730 miles of track. As of January 1, 1982, seven rail carriers operated on 1,570 miles of track. By March 1982, an additional 124 miles of track had been approved for abandonment with another 60 miles scheduled for shutdown by early 1983.

The Department will continue to address these and other issues in 1983: review of federal regulations covering the transporting of hazardous materials over New Jersey's roads and rails; increase of import/export traffic through New Jersey's two major port districts; proper terminal locations and capacity for transferring from one means of transportation to another; investigation of pipeline construction and eminent domain; and toll policies as

they affect motor freight carriers.

FOR-HIRE MOTOR CARRIERS

The Department has completely revised and modernized its for-hire specifications for all vehicles approved to carry passengers — buses, limousines, vans and small buses. The specifications will also serve as standards for vehicle inspections.

DOT will conduct a study of its statutory authority, rules and regulations in 1983 to eliminate needless and archaic regulatory practices that have developed over the past 40 years — such as a requirement for governmental approval for the sale or financing of a bus.

An intensive campaign to investigate and prosecute illegal motor bus operators in the state will move into high gear in 1983. A task force of inspectors aided by a deputy attorney general will carry out the plans formulated this past year.

NEW LEGISLATION

Congressional action in late December, especially passage of the additional federal gas tax, will add to the state's

ability to finance transportation programs in 1983. In addition, working with NJ TRANSIT and New Jersey's Washington office, the Department was exceptionally successful in achieving federal financial assistance for its projects through the legislative process.

The five cents Congress added to the federal gas tax is expected to bring at least \$150 million more revenues to New Jersey for the repair of its transportation network.

An amendment to the Continuing Resolution approved by Congress and signed by President Ronald Regan in late December, removed the unbuilt 23 miles of Interstate 95 in Mercer and Somerset Counties from the interstate system according to the federal de-designation process, thus making \$245 million in federal funds available for long-needed transportation improvements in that region. A concept plan for substitute projects eligible for these funds will be completed in 1983.

Federal discretionary transportation funding was earmarked:

- \$31 million for the Pulaski Skyway and Route 22 over Waverly Yards

- \$7.5 million for highways (supplementary appropriations for Fiscal Year 1982)
- \$40 million for highways (Fiscal Year 1983)
- \$30 million for transit (Fiscal Year 1983)
- \$30 million for Amtrak to rebuild the Atlantic City to Philadelphia rail corridor
- \$7.9 million for the Route 88 Bridge

Other legislation will help make New Jersey's privately-owned reliever airports eligible for federal assistance for the first time. The majority of the state's general aviation airports are privately-owned.

In 1983, New Jersey will submit legislation which will revamp the mission of DOT Aeronautics from one that is primarily regulatory to one that will promote aviation to achieve tremendous economic benefits for the State. Newark Airport is one of the keys to revitalization of Newark and the two airports in Atlantic City have huge undeveloped potential. Equally important are the small general aviation airports spread around the State that are so important in attracting business. The proposed legislation is aimed at encouraging these facilities and preserving them from extinction.

Fresh concepts — land banks surrounding airports earmarked for future expansion, airport taxes similar to farmlands assessment, distribution of revenue from licences, fees and aviation fuel — will be explored in 1983. More federal assistance, improved safety and preservation of general aviation will be the goals.



Governor Kean appointed Arlepe Butler Feldman New Jersey's first woman Director of Aeronautics. She is the only woman serving in that post in the nation today.





More public/private cooperation and productivity

Increasing demands on public dollars this year further stimulated joint ventures with the private sector — and the public has accepted this partnership as a productive relationship.

Governor Kean's Infrastructure Bank — a trail-blazing concept for capital funding his valiant state gas tax fight and his major management study of state departments have bolstered the Department's own initiatives around public transit facilities, in the major growth areas of New Jersey and in its own level of productivity.

PUBLIC-PRIVATE PARTNERSHIPS

Infrastructure Bank

The Infrastructure Bank is the unique brainchild of Governor Kean and is designed to rebuild the state's decaying public works system. The deteriorating water and

sewerage systems, the decaying bridge and road system and the inadequate public transportation system are barriers to economic growth are undermining the state's program to attract and retain business investment

Traditionally, the state's infrastructure has been repaired by funds generated by the sale of state bonds authorized by the voters in the referendum. Twice in the past 15 years there have been bond issues for roads and bridges. Governor Kean's Infrastructure Bank will allow the state to meet its growing capital needs in a different manner. The bank can be capitalized from four major sources: appropriations from the proceeds of general obligation bonds; federal grants; specific state appropriations; and possible infusions of private investment.

The bank would function by providing funds to various government agencies through

grants and revolving loan programs. Loan repayments would help maintain the equity capital in the bank and would provide a source of funds for subsequent loans. The bank would also serve as a statewide financing vehicle for the local share of project costs as well as the vehicle through which the state could issue revenue bonds for various infrastructure purposes.

While the Governor's plan is designed to assist in the rehabilitation of the entire infrastructure, it has interesting possibilities for the Department of Transportation. It could, for example, dedicate a portion of the existing gas tax to the bank and invest the funds in short-term revolving bonds. Proceeds from the sale of the bonds, in turn, could be used to match the federal funds available during the next four years.

In Fiscal 1985, for example, the state will need \$70 million just to match the federal

highway funds which will be available under the provisions of the recently enacted gas tax. The picture is further complicated by the fact that the proceeds from the 1979 Bond Issue used to match these programs since 1980 will be exhausted at that time.

The Infrastructure Bank holds out the possibility that dedication of a small part of the state gas tax would enable the state to match all the federal highway funds in the coming years.

Station hubs

Major real estate development at New Jersey's key public transportation facilities is being planned for 15 stations, three of which near realization. The Department works closely with NJ TRANSIT and PATCO to revitalize station areas as a method of increasing ridership and non-fare revenues and stimulating improvements. Commissioner Sheridan has moved these projects from NJDOT to NJ TRANSIT.

- *Summit Station:* Negotiations are underway with a developer for a major office/retail complex which will include a new rail passenger station.
- *Hoboken Terminal:* NJ TRANSIT signed a lease with Hoboken Stages, Inc., to set up a movie studio complex at Hoboken in the Ferry Terminal Building. Plans are proceeding for overall development of the terminal with improved transit facilities along with the new office-retail space.
- *Princeton Junction:* A unique partnership between NJDOT, NJ TRANSIT and AMTRAK was formed, and a developer selection process was launched, in February 1982. Proposals will be submitted by the three developers selected in June 1982. The Department continues to work with the

developers and West Windsor Township.

- *Newark-Broad Street Station:* In August 1982 Commissioner Sheridan approved a \$1.4 million grant for property acquisition and creation of an Intermodal Center/Joint Development Project. This project will be an important catalyst for the redevelopment of the north end of downtown Newark.
- *Elizabeth Station:* The Department has begun to work on an overall development strategy for this station in partnership with the city.
- *Camden:* A major development project at the proposed Transportation Center is now being planned to encourage the first private sector development in many years in downtown Camden.
- *New Brunswick:* NJ TRANSIT is committed to improved service and major renovations to this station. A major non-profit corporation is planning to clear adjacent lots in the area, which has become known as the "Golden Triangle," to make way for a new office and retail center and parking. These improvements are considered an important catalyst for the renovations planned for the nearby Church Street Corridor and Hiram Market neighborhood.

The Department has stepped up its efforts to promote private sector funding for needed highway improvements, and to promote conscientious local land use decisions to manage traffic growth.

Through its access permit process, the Department successfully negotiated a number of private sector-financed highway improvements over the past year. It is working with

Bridgewater Township to formulate a cost allocation formula for private developer contributions to future highway improvements. Municipalities, private developers, and the state can benefit from needed highway improvements formulated so that the municipalities can realize increased ratables without strapping the state budget.

Ridesharing

The Department's ridesharing program is an excellent example of business and government working together to achieve common objectives. Begun as an energy-saving strategy, it has grown into a market-based system to match consumers to efficient transportation services. In areas served by public transit, the Department urges employers to promote it by distributing or even subsidizing fare cards and arranging for vans to meet bus and train schedules.

Almost 1,000 employers statewide were contacted in 1982 through promotional literature, personal consultations and larger meeting sessions. One measurable result is the increase in vanpools to 2,000 statewide, almost 300 of which are owner-operated vans. This year 72 employers took advantage of DOT's ridesharing computer matching service.

Since ridesharing is emerging as an effective way to abate the traffic congestion that is associated with major land development, it is hoped it will be more widely embraced in 1983 with joint public-private support.

Growth areas

The Department completed a pioneering study of the fast-growing Route 206 Corridor in Morris and Somerset Counties, examining various transportation-land uses for the corridor. The study provides a

process for coordinating state transportation planning with local land use decisions and indicates the transportation impacts of such decisions.

Study recommendations now under review by the affected counties and municipalities include reconfiguration of land use plans to better balance future transportation demands and encourage ridesharing and public transit use; creation of special assessment districts to finance needed transportation improvements; transfer of development rights so that individual property owners are not victimized by changes in land use plans; greater coordination with the state regarding access control; and right of way preservation methods for future highway improvements.

Similar studies are under way in the Route 1 Corridor through Mercer and Middlesex Counties, and in the Route 9 Corridor in Ocean and Atlantic Counties. While the prescription for solving future transportation problems in each of these high growth areas will differ, increasing public-private cooperation will be a vital element in each case.

The Department studied the transportation impacts of the Berry's Creek Center and Berry's Creek East Developments in the Hackensack Meadowlands and up-dated Sports Complex traffic data in its on-going efforts to plan highway and transit improvements and promote ridesharing in this developing area.

The Hudson waterfront is another area which is a focus of intense development interest which the Department intends to examine in the near future. Extending from the George Washington Bridge to Bayonne, this area is at once ripe for redevelopment and difficult to access. The Department's effort is aimed at identifying needed transportation improvements and examining financial responsibilities for these improvements to public and private sector facilities.

The growth in the Atlantic City area has made the Department an important partner of county and local officials and private developers. DOT is doing a Transportation Systems Management Study of Routes 30 and 40/322, which are, besides the Atlantic City

Expressway, the main routes to Atlantic City. Once identified, improvements will follow.

The Rail Safety and Improvement Act passed by Congress in late December will provide \$30 million to AMTRAK for the rehabilitation of the decrepit 69-mile Atlantic City Line. The Department will submit a plan for this work before June 1983. Since renewed service on this line will enhance business in the resort community, active involvement of the private sector in its operations is anticipated.

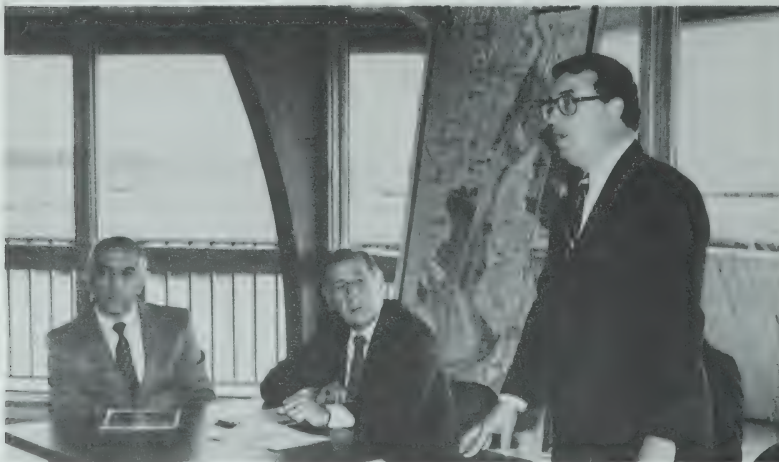
Besides its on-going involvement in the Atlantic County Metropolitan Planning Organization, DOT personnel advises the Department of Environmental Protection on major development proposals subject to the Coastal Area Facilities Review Act. The Department also works with the Atlantic County Transportation Authority to analyze the transportation impacts of major developments planned for the Atlantic City Expressway corridor, and charter bus routing and site access in Atlantic City.

In 1982, DOT's Aeronautics' staff continued to offer technical advice to insure that future economic growth there will be compatible with income-producing airports. The Department has also joined with the Helicopter Association to insure safe air traffic flow despite increased volume in and out of Atlantic City.

Toll authorities

Shrinking state funds make the coordination of all transportation in the Garden State a top priority.

Moving to make the various segments of the state's transportation network more efficient through more coordination of objectives and resources, and more responsive to statewide needs, Governor Kean issued an executive order in December which created a



Commissioner Sheridan spoke during the contract signing for the feasibility/location study on extending Route 17 five miles in Bergen and Hudson Counties. Representatives from the Hackensack Meadowlands Development Commission and N.H. Bettigole Consulting Engineers also took part in the ceremony held in the Meadowlands Visitors Center.

seven-member committee to study New Jersey's three independent Authorities — Turnpike, Highway (Garden State Parkway) and Expressway (Atlantic City).

Commissioner Sheridan is, ex officio, chairman of this committee which also includes the State Treasurer and five other members selected by the Governor. The committee has been charged to eliminate any of the Authority's statutory or bond impediments to their involvement in meeting statewide transportation needs, to find better ways they can use their resources for state and regional transportation needs and to decide on a joint authority-state role in the development of statewide transportation projects.

The committee is expected to suggest ways to have the authorities fund the construction and maintenance of state roads that feed traffic and tolls to the toll roads and in turn receive the brunt of the traffic generated by them. Their recommendations are expected in 1983.

Planning agencies

Federal law requires an official planning process for all urban areas with a population greater than 50,000 in order to be eligible for federal capital and operating funds. To this end the Department collaborates with the following metropolitan planning organizations:

1. *Northeast New Jersey:* Governor Kean designated this agency in April 1982 to replace the dissolved Tri-State Regional Planning Commission which covers the 11 northern counties of the state. The Department and NJ TRANSIT each have an official vote.
2. *Delaware Valley Regional Planning Commission:* This agency's jurisdiction covers the Philadelphia metropolitan area, including

the New Jersey counties of Burlington, Camden, Gloucester and Mercer.

3. *Wilmington Metropolitan Area Planning Coordinating Council:* This organization encompasses the urbanized area of Salem County. Staff support is provided by DOT under contract to the Salem County Planning Board.
4. *Atlantic City Urban Area Transportation Study:* The Department provides technical and planning support to this agency.
5. *Cumberland County Urban Area Transportation Study:* A NJDOT representative is on this Committee. Staff assistance is provided by the County Planning Board by contract with the Department.
6. *Phillipsburg Urban Area Transportation Study:* A DOT representative sits on this Committee which coordinates with the Lehigh Valley Transportation Study. Staff is provided for its Technical Advisory Committee by the Warren County Planning Board under contract with DOT.

This year, the Department also helped establish two freight service groups to represent the major concentrations of industrial activities in New Jersey.

The Goods Movement Advisory Committee seeks a more efficient freight transportation system in the nine New Jersey and Pennsylvania counties represented by the Delaware Valley Regional Planning Commission. The Freight Services Improvement Conference in northern New Jersey and New York Metropolitan areas seeks similar objectives under the sponsorship of the Port Authority of New York and New Jersey and New York and New Jersey DOTs.

Changing needs

The Department currently

finds itself facing a series of problems in developing and carrying out its transportation capital improvement program. The process for planning, developing, and designing transportation facilities is lengthy and complex, often spanning more than a decade. It is also one of the Department's processes least understood by the public.

Major changes in social and economic conditions and the state's development policies, including the reduced availability of funding which took place during this time, have meant that many transportation projects long in the development process may now be less desirable than they once seemed, while other projects, more closely related to current policy, are years from readiness for construction.

At the same time, expectations for transportation improvements continue to rise, encouraged in part by extensive community and local government involvement in projects. This situation is often complicated by changes in local government that lead to a continual shifting of local priorities and also by less funds available for state aid to municipalities and counties.

The Department has been working on solutions to some of these problems through internal reorganization, improved management information systems and clarification of procedures.

MIT Study/Action Plan

A study done for DOT by the Center for Transportation Studies of the Massachusetts Institute of Technology (MIT) found the problems to be inherent in the changes in the social, economic, regulatory, and fiscal situation in the state and country.

Further, the study said conditions are not likely to change as a result of new state or federal policy. If anything,

the process is likely to become more complex as reconstruction becomes a more significant part of the Department's role. The study confirmed the need to develop a decision-making process to deal with this complex situation.

The Department's Action Plan, which was developed in response to federal requirements, provides a clarification of the decision-making process. In order to strengthen its usefulness as a management tool, MIT proposed a four-step process — planning, project development, final design, and construction — in which the merits of a project can be compared with the alternative projects competing for the same resources available to that phase. DOT has begun to implement some of the recommendations.

Priority systems

The Department has developed a rating system which helps to set priorities in light of available funding. As a part of that process, the Department has a continuous program to find the most critically needed projects for future resolution.

After these projects have been analyzed and assigned a priority, they are incorporated into the Seven Year Capital Improvement Program and annual construction program. A computerized system of preconstruction scheduling, which allows the Department to assign personnel and resources in a most efficient manner, was in operation by the end of 1982. Since each construction project requires up to 165 different steps and, at any one time, there are 120 or more state and federal system projects under design, the new system will be relied on to identify and minimize conflicts.

PRODUCTIVITY

Better managers and more



Training programs keep DOT employees abreast of the latest technological advances. These men are working on lab problems related to the latest computerized traffic signals.

productive workers were 1982 goals which will be pursued even further in 1983 as a result of the study of the Department and NJ TRANSIT ordered by Governor Kean. Commissioner Sheridan will implement the recommendations which call for eliminating duplicated services, improving the ratio of workers to managers and decentralizing certain tasks so that managers can work more responsively.

Department staff worked with Governor Kean's Management Improvement Plan team — a blue-ribbon panel of major corporation executives who were asked to seek ways to make state agencies more efficient — in the collection of written data from 1,000 supervisors, on-site visits and interviews. A private consultant collated the raw material which was then analyzed by the team and top DOT management. A similar process took place at NJ TRANSIT.

The Department's one-year-old Assessment Center process, an effort to combat the high turnover in upper management due to an unusually large number of retirees, continued in 1982. This technique identifies the strengths and weaknesses of

lower and middle level managers, and evaluates them in order to target appropriate training for those aspiring to more responsible positions.

In a major effort to increase productivity in 1983, the Department launched a major campaign in November against unnecessary absenteeism. Its specific target is the abuse of the sick leave program and its specific goal is to trim the Department's current 11.5-day average to 9.5 days. If this is accomplished, DOT will gain the equivalent of 60 full-time positions.

All supervisors, from top management down, were advised of the top level priority of this drive and instructed in techniques for its success. Included among these are the bi-weekly recording by supervisors of the reasons for employee absence and quarterly reporting of each employee's sick leave absences, their frequency by day of the week and percentage of work time missed.

Earlier in the year, a stepped-up safety campaign targeting on-the-job injuries successfully reduced them by approximately 20 percent.

N TRANSIT

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One of 55 new Bombardier Comet II passenger cars which will be put into service on the North Jersey Coast Line in 1983.

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Work on the \$26.1 million Route 23 project includes grading, paving, jughandles, overpasses, culvert installation, barrier curbing and lighting between the Interstate Route 80 interchange and New Street in Wayne, Passaic County. Within the 1.6 mile stretch, the two bridges over the railroad tracks and Route 202 are being completely reconstructed.

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